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naval force, he says the effective power of the United States in the Pacific has been favorably modified by the recent development of the German navy which will fasten the British navy to British waters, and by a resulting state of tension which will hardly permit either Germany or Great Britain to divert much force to the Pacific or to infringe the external policy of the United States represented in the Monroe Doctrine. With Japan, the only other naval power which is left to represent the balance of power in the Pacific, he seems to suspect more danger of friction and collision and suggests the advisability of concentrating the United States battle fleet in the Pacific convenient to our Pacific coast, which "under present world conditions seems incomparably the more exposed of the American shore lines."

Though he sees cause for suspicion in the recent Russo-Japanese convention which so quickly followed the American proposal to insure the neutralization of the railroads in Chinese territory, he indicates his belief that in the presence of the contrary interests of Russia and Japan in the Far East—deep causes of variance which must eventually receive a solution or exhibition of force which Russia now has in preparation—such coöperation between a recently quarrelling couple can be but temporary.

JAMES MORTON CALLAHAN.

*Municipal Franchises: A Description of the Terms and Conditions under which Private Corporations Enjoy Special Privileges in the Streets of American Cities.* By DELOS F. WILCOX, Ph.D. Vol. I: Introductory, Pipe and Wire Franchises. (Rochester, New York: The Gervaise Press, 1910. Pp. xix, 1-170.)

Notwithstanding the volume of the contributions that have been made during recent years to the literature concerning public-service corporations, there still remains an important part of this field that has as yet been covered to a very inadequate extent. We have now, on the one hand, excellent works expository of the law of franchise rights, and quasi-public corporations, and, on the other, equally good treatises on the political problems involved in the subjection of the operation of these corporations to proper governmental supervision and control. What is lacking is a body of technical literature dealing with the actual means by which this supervision and control can be most effectively

exercised, and, as the necessary basis for this, the specific provisions which, in the interest of the public, should be found in the ordinances granting the franchise rights.

The reviewer was, for a number of years, Chairman of the Committee on Franchises and Public-Service Corporations of the Executive Council of Porto Rico, the body which, in accordance with the provisions of the organic act of the island, and of the Public-Service Corporations Act, passed by the Insular Legislature, had the duty of granting all franchises, privileges and concessions of a public nature, whether insular or municipal, and of regulating the rates and conditions of service to be maintained under such grants. Generally speaking, this Committee had little difficulty in deciding upon the broad lines of policy that should be followed by it in performing its duties. When it came to the actual work of drafting the franchise ordinances, regulations, etc., however, it found itself very seriously embarrassed by the lack of authorities which would assist it in this technical work. There can be little doubt that all members of legislative bodies, municipal councils, commissions, and like bodies having to do with the work of drafting franchise ordinances or regulations for governing the operations of public-service corporations have felt a similar need for material of this character. It is in the meeting of this need that the present work of Dr. Wilcox constitutes an exceedingly welcome addition to the books we now have bearing on the subject of public-service corporations.

Though not in the form of a technical manual, this work goes so much further than any other work in the way of considering the technical details of franchise grants, and of pointing out the specific precautions that should be observed by the granting or regulating body, that it will certainly prove of the greatest utility to all persons having duties to perform in respect to this important branch of governmental activities.

The entire work will consist of two volumes. This, the first volume, may be divided into two parts, the one of five chapters giving a general discussion of franchise problems and the other of sixteen chapters in which each kind of pipe or wire franchise is taken up for special consideration. The most important of these are those having to do with electric light, heat and power plants, water works, gas works, telegraph, telephone, messenger and signal services, though it is astonishing how many other kinds of franchise services there are that have to make use of pipes, wires and conduits in the public streets.

The general discussion of franchise problems, though traversing ground covered by other works, is especially interesting on account of

the fullness with which the author has brought out and contrasted the various ways in which the public may seek to secure a proper participation in the benefits and profits of franchise enterprises, and the clearness with which he has traced the evolution of public opinion in respect to this point.

The method of treatment employed in the second part is to take up separately each kind of franchise, give, first, a general consideration of its character and importance, and, then, follow with a series of notes, under appropriate marginal headings, descriptive of the character and terms of franchises of the class under consideration granted by different municipalities. This method of treatment leaves much to be desired. A more systematic analysis of the provisions that should be contained in a franchise of each class, followed by a consideration of each of these provisions, topically, with a statement under each topic of the way in which it had been actually handled in franchises granted by different cities, together with critical comments in respect to the merits and defects of such methods of handling, would have furnished a more scientific and practically useful exposition of the subject. Too much emphasis, however, should not be placed on this point, as the author has an exceedingly difficult body of material to deal with. He has, moreover, sought to facilitate the use of his work in every way by the liberal use of marginal headings and the inclusion of an unusually full and carefully prepared index. Another feature of value is the list of authorities consulted in the preparation of the volume. These authorities consist, for the most part, of reports of city authorities, commissions, public-service companies, special compilations of charters and franchises, and other material which, while constituting the real original sources of information, can be found only to a slight extent in the ordinary library.

The second volume, it is announced, will not only consider specially the different classes of transportation franchises, but will contain chapters treating of constitutional and statutory limitations on local franchise grants, popular control of public-service corporations, the function of public-service commissions, the taxation of franchises, and other general features of the franchise problem.

W. F. WILLOUGHBY.